

California Partnership for the San Joaquin Valley
Strategic Action Proposal
Draft 9-8-06

The San Joaquin Valley: California's 21st Century Opportunity

Section VI.
Recommended Organizational Structure for Implementation

Overview and Summary

In order to reach agreement on a preferred organizational structure for implementation of the Strategic Action Proposal, the Partnership Board first articulated “Working Premises” about the kind of commitment required to achieve measurable improvement for the future of the San Joaquin Valley and then adopted criteria in the form of objectives and characteristics with which to evaluate options for composition and legal mechanism to establish a responsible implementing entity accountable to the public (see below). This approach provided a coherent, transparent process to develop a recommendation. It also provides a framework for future discussion about the most effective organizational structure to continue implementation of the Strategic Action Proposal.

As articulated below under “Working Premises,” the Partnership Board strongly recommends that there must be a long-term commitment—on the order of about a decade—to improving the economic and quality of life conditions in the San Joaquin Valley in order to achieve measurable results in the region. However, it is also the expectation of the Partnership Board, that with such a sustained effort, the San Joaquin Valley will approach its potential economically and will significantly increase its contribution to California’s overall prosperity. Thus, the concentrated focus and investment in the San Joaquin Valley will return substantial dividends to California.

The Partnership Board recommends that for the immediate future, up to the next two years, that the Governor establish through a new Executive Order an initial organization to begin implementation of the Strategic Action Proposal during Fiscal Year 2006-2007 that builds on and augments the existing structure. This is the most efficient legal mechanism to immediately jumpstart implementation of the Strategic Action Proposal and not lose any momentum for action.

The Partnership Board further recommends that legislation be enacted during the next Legislative Session that will establish in statute the responsible organizational structure and memorialize the long-term commitment from the State of California to improve the future of the San Joaquin Valley. The new Executive Order will provide an opportunity and appropriate time period to gain more experience about what organizational structure will be the most effective in implementing the Strategic Action Proposal for the remainder of the decade.

Working Premises

Based on input from the Work Groups, Public Forums, Local Elected Officials Roundtables, and consultation with the State and Federal Elected Delegations, the Partnership Board adopted the following as “working premises” in considering an organizational structure for implementation of the Strategic Action Proposal:

- A sustained effort for a period of time (at least 5 years and perhaps as long as 10 years) will be required to achieve measurable improvement in the socio-economic statistics in the San Joaquin Valley. Thus, the Strategic Action Proposal sets forth recommendations for implementation over the next decade.
- There is a need for a formal, official organizational structure to implement the Strategic Action Plan that is explicitly accountable to the public.
- The implementation strategies and organizational structure must be “rooted” in the existing leadership and stakeholders of the San Joaquin Valley who not only support the Strategic Action Plan but who also accept responsibility for implementation.
- The Strategic Action Proposal and the implementing organizational structure need to focus on regionwide strategies and actions, building upon and augmenting local efforts while tackling regional challenges with regional solutions.
- Implementation of the Strategic Action Proposal will require dedicated resources, beginning first with using existing funds more efficiently by working together regionally for greater impact, and then securing necessary additional investments.

Objectives of an Organizational Structure

The Partnership Board identified the following objectives for an organizational structure to implement the Strategic Action Proposal:

- Ensure continuity of leadership and commitment from all levels of government.
- Focus on regional challenges and engage stakeholders regionwide in implementation actions.
- Leverage existing resources for greater impact.
- Foster trust and commitment from existing organizations and civic leaders.
- Provide mechanisms by which existing organizations can take ownership for implementation.
- Ensure accountability for outcomes and progress.

Characteristics of an Organizational Structure

The Partnership Board further determined that an organizational structure for implementation of the Strategic Action Proposal should have the following characteristics:

- Establish a public-private partnership bringing together government and the citizenry to jointly tackle priority challenges.
- Involve high-level officials from local, regional, state, and federal governments.
- Ensure sustained, ongoing commitment and involvement from state and federal administrations to continue focused attention and targeted resources.
- Align and connect the implementation efforts to existing organizations.
- Provide a legally-constituted entity with explicit accountability for progress and responsibility for public reports.

Options for Legal Mechanisms to Establish an Organizational Structure

There are several options for legal mechanisms to establish an organizational structure that would accomplish the objectives and incorporate the characteristics set forth above. The following are the basic options (of which there are several variations):

- Governor's Executive Order (could be complemented by a President's Executive Order).
- Joint Exercise of Powers Agreement (JEPA) among Existing Entities (such as Councils of Governments, Institutions of Higher Education, etc.).
- Designation of a responsible "managing" entity by Executive Order or legislation, which could include designation of a public entity or existing non-profit organization.
- Legislation to constitute a new entity (commission, consolidated regional council of governments, etc.).
- Incorporation of a new 501(c)3 non-profit organization.

Of these options, the course of action that can be accomplished most easily in the shortest period of time is a Governor's Executive Order. The Partnership Board recommends that a new Executive Order be signed to take effect at the beginning of December 2006 in order to maintain the current momentum and to begin immediate implementation of the Strategic Action Proposal for which the 2006-2007 State Budget provides \$5 million (see approved budget allocations below).

The Partnership Board further recommends that the Governor's Office work closely over the next two years with the State Legislative Delegation and the Legislature Leadership to enact legislation to take effect no later than January 1, 2009 that establishes in statute an organizational structure that responsible for implementing the Strategic Action Proposal for the remainder of the decade.

It is essential that the organization responsible for implementing the Strategic Action Proposal is accountable to the public and stakeholders. Thus, regardless of legal mechanism for establishment or the composition, it is recommended that responsible implementing organization must prepare and publish a report on progress annually and recommendations for modifications to the Strategic Action Proposal based on experience and feedback.

Composition of an Organizational Structure

Regardless of the legal mechanism used to establish an organization responsible for implementing the Strategic Action Proposal, the composition of the organizational structure should include the following:

- 8 Local Elected Officials (from general purpose local governments—elected County Supervisors or City Council members) – 1 from each County (appointed by Governor from Councils of Government nominations).
- 8 Civic Leaders (appointed by Governor – nominations invited from community at large).
- 8 State Administration Cabinet Members.
- 2 State Legislators from San Joaquin Valley Delegation (1 each from Assembly and Senate, 1 from each Party).
- 1 Member of Congress from San Joaquin Valley Delegation.
- <5 Liaisons with key State Boards / Commissions and Federal Task Force.
- Representatives of Regional Consortia of Existing Organizations recognized by the Partnership (constituted by written agreement for purposes of implementing portions of the Strategic Action

Proposal; examples could include regional consortia of Councils of Governments, Workforce Investment Boards, Economic Development Corporations, Institutions of Higher Education, Employers Related to Targeted Industry Clusters, County Superintendents of Education). Consortia representatives could be voting or non-voting members.

- A Chair and Deputy Chair(s) could be appointed by the Governor or elected from among the above members.

Initial Budget for Implementation

The Governor and Legislature approved an appropriation of \$5 million in the State Budget for Fiscal Year 2006-2007 for the California Partnership for the San Joaquin Valley for implementation of the Strategic Action Proposal. Thus, the funding and all expenditures are subject to completion and submission of the Strategic Action Proposal, which is due to the Governor by October 31, 2006.

At the request of the Legislature, the Partnership Board developed and approved the following working budget for use of the \$5 million:

\$5 Million in Fiscal-Year 2006-2007 State Budget

- 1.7 Management Personnel and Consultants
- 2.5 Seed Grants to Implement Strategic Action Proposal
 - .1 Community Outreach
 - .2 Communications (including multi-language materials)
 - .3 Annual Progress Reports for Accountability
 - .2 Regional Conferences for Periodic Reporting and Mobilization of Volunteers

With the assistance of Business, Transportation and Housing Agency (BTH), the Partnership Board will initiate a competitive “Request for Proposals” (RFP) process to obtain proposals for professional staff support. The \$1.7 million specified for Management Personnel and Consultants above will be used to engage contracted professional support for the “secretariat” function to coordinate the meetings and deliberations of the Partnership Board and to staff Work Groups in implementing the Strategic Action Proposal. It also will support up to two fixed-term positions at BTH to develop and manage the initial RFP invitation and contract process.

One of the first tasks of the Partnership Board following final approval of the Strategic Action Proposal is to develop a detailed Work Plan for the first two years of implementation. The Work Plan will need to facilitate the transition of the Partnership from a “planning mode” to an “implementing mode” with the appropriate change in operational structure.

The approved funding includes \$2.5 million for “Seed Grants” to begin implementation of the Strategic Action Proposal. The Partnership Board will develop a competitive RFP process to obtain proposals for up to \$250,000 each to implement specific components of the Strategic Action Proposal consistent with the following criteria:

- Establishes an innovative regional approach to working together that will achieve a greater impact of existing resources.
- Augments leadership from the Partnership or from existing organizations to foster systemic change and reform.
- Provides matching resources.
- Fosters greater public-private collaboration.
- Engages and citizenry and mobilizes volunteers.

The following are examples (for illustrative purposes only) of prospective proposals for seed grants based on Work Group recommendations for the Strategic Action Proposal:

- Establishment of Employer Coalitions for Targeted Industries
- Development of Workforce Training for Targeted Industry Clusters
- Implementation of the Central Valley Nurse Education Consortium
- Outreach to and Training of Entrepreneurs
- Establishment of a Regional Financing Authority for Infrastructure
- Establishment of a Clean Energy Office
- Development of Biofuels Consortium
- Implementation of an Air Quality Education Campaign
- Development and Implementation of Tourism Marketing Program
- Preparation of an Agreement and Design of Green Rest Stops along H99
- Implementation of a Computer Literacy Program
- Design of a Telemedicine Network
- Development and Implementation of Targeted Intervention in Low Performing Schools
- Analysis of Economic Feasibility of Multimodal Transportation System
- Examination of Feasibility of Rail Consolidation
- Development and Implementation of Policies for Conservation of Water and Energy
- Scoping of Revisions to Update Water Basin Plan for San Joaquin Valley
- Implementation of Nutrition and Obesity Prevention Plan in Schools
- Development of Network of Family Resource Centers
- Implementation of Phase One of WIRED Proposal for Workforce Preparation
- Establishment of Just-In-Time Training Fund

It is the intent of the Partnership Board that the \$5 million in State funding will attract and leverage other funding and will be coordinated with efforts currently being led and funded by existing organizations, such as the Councils of Government responsible for the Regional Blueprint Plan process and the Regional Air Quality Management District responsible for air quality compliance. BTH with the approval of the Partnership Board will encumber the full \$5 million by June 30, 2007.

In order to ensure public accountability, the Partnership Board will prepare Annual Progress Reports and convene regional conferences to report to civic leaders, modify or adjust the Strategic Action Proposal Work Plan as necessary, and mobilize volunteers for implementation of the next phase of work.